

NG21

SHANGHAI MUNICIPAL POLICE.

File No. ....

REPORT

S. 1, Special Branch

Date September 8, 1941.

Subject (in full) Western Shanghai Area Special Police Force  
circular notice.

Made by D.S.I. Loh Wei Kong Forwarded by D.S.I. Wilcox.

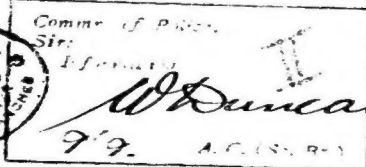
Copies of a circular notice dated August 28, 1941 and issued by the Western Shanghai Area Special Police Force are posted in the area under its jurisdiction. The notice advises the public to report to the Police authorities any cases of extortion conducted by unruly elements. A copy of the notice is attached hereto with a translation.

FILE

What is the use when a percentage of their own detectives are working for no pay - but what they can pick up (Special Branch)

Loh Wei Kong  
D. S. I.

SC (C+SB) I



Translation of a proclamation, dated August 28, 1941. is used  
in the name of Pan Dah, Commissioner of the Shanghai  
Western Area Special Police Force, 57 Great Western Road.

August 28, 1941.

The protection of the people being the first duty of the Special Police Force, I, the Commissioner, have, since my assumption of office about half a year ago, spared no efforts in performing this duty. It has now come to my knowledge that persons are making the unlawful practice of demanding money from factories under the pretext that they will give protection, and further that ignorant merchants have proved to be easy prey in their hands. I, who am strictly enforcing the law, cannot tolerate the existence of such bad elements in this area and will punish them severely when such cases are proved. All people are expected to render assistance in suppressing crimes of this nature and to make reports and submit evidence to this Police Headquarters in a confidential manner. Informants will not be involved in any trouble and they should have no fear at all.

(Sealed) PAN DAH

SHANGHAI TIMES

JUN 13 1941

## COMMISSIONER NIPS BLACKMAIL PLOT

W.A.S.P. Head Personally  
Arrests, Dismisses  
Three Detectives

(Central Press)

Acting on information that a blackmail would be attempted between 2 and 3 p.m. on June 11 in the Yung Kang Restaurant on Avenue Haig Mr. Fan Ta, Commissioner of the Shanghai Western Area Special Police Force, personally went to the restaurant with a party of police-officers and arrested Ku Yu-Chuan, Ku Hung-Liang and Chen Ciu-Hsiang, all detectives of the Special Joint Police, red-handed. He was very indignant and dismissed the culprits summarily from the police service. Subsequently the offenders were sent to the Criminal Section for cross-examination and will be handed over to the court for trial later.

621  
26 8 14

SHANGHAI TIMES.  
AUG 25 1941

The Shanghai Special Municipal Government has ordered the West Shanghai Special Police Headquarters to take charge of all matters relating to the examination of firearms owned and kept by individuals and public bodies for the purpose of self-defence, thus obviating the necessity of applying to the Police Bureau, which is situated far away from that part of Shanghai, for examination of firearms and issue of licences.

FILE  
26 8 14



### Unrest Ended

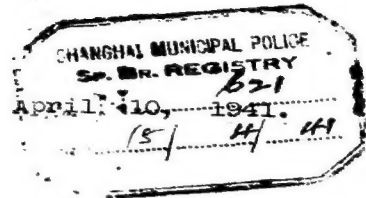
## **Adjustment In Pay Granted Western Police**

Ending all unrest in the ranks of the Western District Special Police, a large salary increase was yesterday granted to the City Government-paid constables of the force, bringing their wage standard closer to parity with that of the constables transferred from the S.M.P.

The monthly pay of the constables previously serving in the City Government Police was raised from \$30 to \$93. This was still lower than the \$105 paid to the former S.M.P. men, but according to officials of the Western Area Police force all men are now satisfied.

The officials pointed out that the former S.M.P. men are more qualified than those of the City Government, and therefore deserve higher pay.

Previous reports claimed that the former City Government policemen had started a go-slow strike pending readjustment of their salaries. Officials, however, denied this report.



DIVISIONAL INSTRUCTIONAL MEMO NO. 2/41

Divisional Officers.

D.D.O's (for information).

COOPERATION BETWEEN SHANGHAI MUNICIPAL  
POLICE AND WESTERN SHANGHAI AREA SPECIAL  
POLICE FORCE.

Attention is drawn to Appendix I of the Regulations Governing the Structure of the Western Shanghai Area Special Police Force, published in the Municipal Gazette of February 12, 1941. In cases where arrests are made with the assistance of the W.S.A.S.P. Force and prisoners are handed over, a brief report regarding the circumstances will be forwarded to the W.S.A.S.P. as early as possible.

Sufficient details will subsequently be forwarded to the W.S.A.S.P. Force to enable them to complete their files when the case is finally disposed of.



Deputy Commissioner (Divisions).

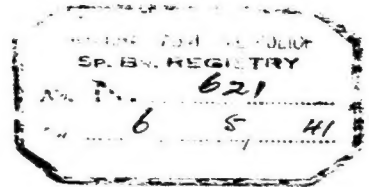
Distribution:

D.C. (Crime)  
A.C. (Sp.Br.)  
Officers i/c Stations.  
Senior Detectives.  
D.C. (W.S.A.S.P.F.)

CLK/.

15 " 4/1  
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hwy.



May 5, 1941.

Morning Translation

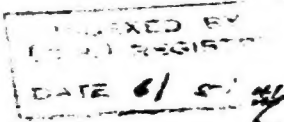
Cheng Yien Pao, Chinese-American Daily News, National Herald,  
Shun Pao :-

POLICEMEN OF SPECIAL POLICE FORCE IN WESTERN DISTRICT  
SUBMIT APPEAL

Recently, it was reported that the policemen of the Special Police Force in the Western District had asked for an increase of wages. Yesterday, it was reported that the policemen would refuse to go on duty until their demand was granted. However, it is now learned that this threatened strike has been dropped.

There are in all 880 policemen attached to the Special Police Force, 200 of whom were seconded from the S.M.P. at a monthly wage of \$165 each including allowances. The rest were formerly policemen attached to the Police Bureau and their wage is only \$35 per mensem. In view of the high cost of living, this pay is insufficient for the maintenance of a lowest grade of livelihood. For this reason, the policemen formerly attached to the Police Bureau asked for an increase of their wages and for similar treatment. As the Special Police Force failed to give a reply, it was reported on the evening of May 3 that the policemen would refuse to go on duty on the morning of May 4.

According to the Zoen Wen News Agency, some 600 policemen of the Special Police Force submitted an appeal to Pan Dah, Chief of the Force, on the morning of May 4 and requested a reply.





# MUNICIPAL GAZETTE



*Of the Council for the Foreign Settlement of Shanghai* (4 2 11)

Vol. XXXIV

SHANGHAI, WEDNESDAY, FEBRUARY 12, 1941.

1829

## REGULATIONS

### Governing The Structure Of The Western Shanghai Area Special Police Force.

(Signed at the Civic Centre, Kiangwan, on February 1, 1941.)

1. These Regulations with 3 appendices are agreed to and recommended by the Chief of the Police Bureau and the Commissioner of the Shanghai Municipal Police in accordance with paragraph 2 of the Modus Vivendi on Policing concluded between the City Government of Greater Shanghai (Shanghai Municipal Government) and the Shanghai Municipal Council on the sixteenth day of February, Nineteen Hundred and Forty.

2. The Western Shanghai Area Special Police Force will organize an institution known as the "Western Shanghai Area Special Police Force" (滬西特別警察總署) to control the area adjacent to the International Settlement and French Concession and the whole area formerly coming under the jurisdiction of West Shanghai Division and a section of the District coming under the jurisdiction of the Zikawei Police Division. The area will be divided into 5 Police Divisions (see map attached). The area under the jurisdiction of the Western Shanghai Area Special Police Force will include the districts at present guarded by the Shanghai Foreign Defence Forces.

3. The Western Shanghai Area Special Police Force shall be composed of the existing Police Main Corps, the whole West Shanghai Division, a part of the Zikawei Division and the Officers of the Detective Branch Corps, together with Officers recommended by the Municipal Council. The Force shall be the only organization to exercise Police powers in the Area concerned and shall be supervised and directed by the Chief of the Shanghai Municipal Police Bureau in accordance with the instructions of the Shanghai Municipal Government.

The maximum strength of the Special Police Force including the Officers recommended by the Municipal Council shall be 1,446 men with an additional reserve of 12 men, whose distributions are given in appended tables.

4. Uniforms: The style of the Uniform of the Western Shanghai Area Special Police Force will be in accordance with the normal requirements of the Shanghai Municipal Government.

A Hat Badge distinct from the normal Municipal Government Police will be designed with the superimposed Chinese and Foreign characters meaning "Special Police," and worn by all ranks.

Roman Numerals as well as Chinese Numerals will be worn by all ranks below that of Sub-Inspector.

5. To meet emergencies and labour trouble, a Reserve Unit will be formed (see Appendix III).

The strength of the Force will not be increased or decreased without the agreement of the Shanghai Municipal Government and the Shanghai Municipal Council.

6. Under the Western Shanghai Area Special Police Force, there will be five Police Divisions, a number of Stations and Sub-Stations; one Commissioner whose title will be (總署長), and one Deputy Commissioner, whose title will be (副總署長), who will, in accordance with the instructions of their superior officer, supervise and direct Officers and men under their command.

The Divisional Branches are as follows:—

- 1st Division: Soochow Creek on the North, Settlement Boundary on the East, Jessfield Road (exclusive) on the South, Brenan Piece (exclusive) on the West.
- 2nd Division: Jessfield Road (inclusive) on the North, Settlement Boundary on the East, Avenue Haig on the South, Edinburgh Road (inclusive) on the West.
- 3rd Division: Soochow Creek on the North, Brenan Piece (inclusive) and Edinburgh Road (exclusive) on the East, Yu Yuen Road (exclusive) on the South, Railway (exclusive) on the West.
- 4th Division: Yu Yuen Road (inclusive) on the North, Edinburgh Road (exclusive) on the East, Great Western Road (inclusive) on the West.
- 5th Division: Great Western Road (exclusive) on the North, Edinburgh Road (exclusive) and Avenue Haig (inclusive) on the East, Hungjiao (inclusive) on the South, Railway (exclusive) on the West.

The area to the west of the railway line will not be discussed owing to the general unsettled situation.

7. The administration of the Western Shanghai Area Special Police Force will include the following branches and their functions will be as under:—

**Police Affairs Branch:** This Branch will deal with affairs relating to personnel, training, official correspondence, official seals, editing, statistics, equipment, arms, files, receiving and despatching of official correspondence, accounts and general business, etc.

**Executive Branch:** This Branch will deal with affairs relating to the security of peace, maintenance of public morals, traffic, census, sanitation and assistance to Municipal Authorities.

**Special Branch:** This Branch will deal with affairs relating to the suppression of Communists, reactionaries, collection of intelligence, mediation in labour disputes and suppression of reactionary newspapers, magazines, publications and writings, etc.

**Foreign Affairs Branch:** This Branch will deal with affairs relating to the protection of life and property of Foreign Nationals, and their domicile and trade; and will also handle cases involving Foreign Nationals and deal with Foreign Police Officers.

**Crime Branch:** This Branch will deal with affairs relating to criminal investigation, breach of Police Regulations, detention or release of prisoners, examination of finger prints and photos, collection of evidence, etc.

**Supervising Branch:** This Branch will deal with affairs relating to the supervision of outdoor and indoor staffs.

**Secretarial Office:** This office will deal with confidential documents and keep records of all outside and interior correspondence.

8. In each Branch there will be one Officer in Charge, one Deputy and 6 to 10 Junior Officers.

In the Supervising Branch there will be a number of superintending Officers, whilst in the Secretarial Office there will be two secretaries. All of these Officers are under the supervision and direction of the Commissioner but the Officer in charge Police Affairs Branch in accordance with the instructions of the Commissioner shall have the authority to direct Divisional Officers. If the Officer in charge of a Branch is not a Municipal Council's nominee, the Deputy shall be selected from those nominated by the Shanghai Municipal Council.

9. In each Police Division of the Western Shanghai Area Special Police Force, there will be one Divisional Officer and one or two Deputies who will be under the supervision and direction of the Commissioner and take charge of the business of the Division.

10. At the request of either party, the Western Shanghai Area Special Police Force and the Shanghai Municipal Police, each will at all times render assistance in accordance with the modus vivendi made separately (Appendix I).

11. To facilitate operation the Western Shanghai Area Special Police Force and the Shanghai Municipal Police will each have a Liaison Officer with three assistants to deal with the exchange of intelligence, conducting co-ordinated searches and extradition of suspects and to assist in the satisfactory solution of diplomatic cases.

A separate liaison office shall be established both at the Special Police Force Headquarters and at the Shanghai Municipal Police Department so as to facilitate liaison work.

12. A number of the staff of the Western Shanghai Area Special Police Force (including certain principal Officers) and Officers in Charge of Divisions wherein majority of residents are Foreign Nationals who own factories, shops and other property, and their Deputies, if deemed necessary, will be appointed by the Shanghai Municipal Government among the candidates recommended by the Shanghai Municipal Council. Such candidates will include men of Chinese nationality. The following basic staff will be appointed from among such candidates:—

- 1 Deputy Commissioner (European).
- 1 Deputy (Japanese), 1 European and 1 Chinese attached to Police Affairs Branch.
- 1 European and 1 Japanese attached to Executive Branch.
- 1 Deputy (Japanese) and 1 European and 1 Japanese attached to Special Branch.
- 1 European in Charge of Foreign Affairs Branch: with a staff of 17 Europeans, 9 Japanese and 1 Chinese for duty at various Divisions.
- 1 Deputy (European) and 1 European and 1 Japanese attached to Crime Branch.
- 1 Deputy (European), 1 Japanese and 1 Chinese attached to Supervising Branch.
- No. 1 Division: 1 Officer in Charge (Japanese) and 5 Sub-Inspectors (4 Japanese and 1 European).
- No. 2 Division: 1 Officer in Charge (European) and 7 Sub-Inspectors (3 Japanese).
- No. 3 Division: 1 Deputy (Japanese) and 2 Sub-Inspectors (1 Japanese).
- No. 4 Division: 1 Deputy (European) and 2 Sub-Inspectors (1 Japanese).
- No. 5 Division: 1 Deputy (European) and 2 Sub-Inspectors (1 Japanese).

All the above recommended Officers are entitled to an annual leave of three weeks with a reserve of 6%. For the number of reserves under this Article and Article 18 see table attached.

13. To expedite functioning, cases involving Foreign Nationals will be handled by Foreign Affairs Branch and Foreign Officers, under the instructions of the Deputy Commissioner, in accordance with Foreign Laws in force. As regards foreigners enjoying no Consular jurisdiction or having Consular jurisdiction abolished or without treaty rights they shall be dealt with in accordance with Chinese Law in force. The working procedure will be stipulated in separate rules (Appendix II).

14. When a case involving a Foreign National occurs, the Police on the spot should notify the Foreign Affairs Branch by telephone and the case shall be dealt with according to Article 13 above.

15. In case of disagreement arising between Officers recommended by the Shanghai Municipal Council and other Officers appointed by the Shanghai Municipal Government, reference should be made to the Chief of the Police Bureau of the Shanghai Municipal Government and the Commissioner of Police, Shanghai Municipal Council, for their consideration and settlement. Failing such settlement, the disagreement will be referred to the Mayor of the Shanghai Municipal Government and the Chairman of the Municipal Council for final settlement.

16. **Discipline:** The appointment and discharge of Officers recommended by the Shanghai Municipal Council will be made with the approval of the Shanghai Municipal Government. They will be effected by means of official orders. Cases against Police Officers of any Nationality nominated by the Shanghai Municipal Council shall be dealt with by the Commissioner with the agreement of the Deputy Commissioner.

17. **European and Japanese Details:** The European and Japanese details nominated from the Shanghai Municipal Police will be solely responsible for the handling of Foreign and Japanese cases.

Such cases will be handled by the above Officers as expeditiously as possible and referred to the Commissioner prior to their final disposal.

18. **Chinese:** It is agreed that in addition to the personnel specifically mentioned under Paragraph 12, 110 Chinese Police Constables together with 16 Sergeants and 5 Sub-Inspectors will be seconded from the Municipal Police to the Special Police Force.

**2nd Division:** 2 Chinese Sub-Inspectors, 8 Sergeants and 60 Constables.

**3rd Division:** 1 Chinese Sub-Inspector, 2 Sergeants and 10 Constables.

**4th Division:** 1 Chinese Sub-Inspector, 2 Sergeants and 15 Constables.

**5th Division:** 1 Chinese Sub-Inspector, 4 Sergeants and 25 Constables.

19. **Terms of Service:** The Terms of Service of Europeans, Japanese and Chinese nominated by the Council will remain in all respects unaltered.

If replacements are necessary, these will be nominated by the Council for appointment by the Municipal Government.

20. **Employment of Persons Previously Dismissed from the Shanghai Municipal Police:**

No Police Officer or Clerk previously dismissed or resigned from the Shanghai Municipal Police for improper conduct will be employed in the Western Shanghai Area Special Police Force.

No person previously convicted of a criminal offence, or previously dismissed from the French Police, will be employed in the Western Shanghai Area Special Police Force.

The Shanghai Municipal Police will observe similar provisions in regard to men from the Western Shanghai Area Special Police Force.

21. **Quarters:** Quarters will be supplied to personnel nominated by the Shanghai Municipal Council generally similar to the accommodation supplied in the Shanghai Municipal Police.

22. After the establishment of the Force the following matters will be discussed and agreed to by the Commissioner and Deputy Commissioner and referred to the Mayor of the Municipal Government for approval if they are considered essential.

(a) Quality and material in uniform for European and Japanese staff.

(b) Additional Clerks and Translators necessary for smooth working.

(c) Motor Car and Motor Bicycle transport and Bicycles.

(d) Armament.

(e) Increase in Detective staff by transfers of Uniform men to Detective duty.

23. The rules governing the organization of the Western Shanghai Area Special Police Force and routine duties will be made on the basis of this Agreement and promulgated by the Municipal Government.

24. Chinese shall be the official language of the Western Shanghai Area Special Police Force for all documents for outside public and for the interior.

25. As soon as the new Force is ready to take charge, all Police not appointed to the new Force will hand over and withdraw.

26. These regulations shall be made out in both the English and Chinese languages, but the explanations and interpretations of the various articles shall be based on the Chinese text.

Republic of China, 30th. Year, February 1st.

Shanghai Municipal Government

Shanghai Municipal Council

(Signed) Chen Kung-po

(Signed) W. J. Keswick

Mayor.

Chairman.

## **APPENDIX I. AGREEMENT**

### **For Close Cooperation Against The Criminal Element Between The Western Shanghai Area Special Police Force And The Shanghai Municipal Polices.**

As it is essential in the public interest that criminals who commit crimes in one area, do not obtain safety in an adjacent area, it is suggested the following general provisions be agreed upon:—

#### **Close Pursuit:**

Any person committing a crime in the Western area, who runs or escapes into the Settlement or vice versa, and is closely pursued and arrested, will be taken to the nearest Police Station of the area in which the arrest is made for record only, and will be handed over direct and at once, while the Police concerned will be held in no way to blame for crossing the boundary.

#### **Possession of Property Stolen:**

Any person found in the Settlement in possession of property stolen from the Western Special Area, or vice versa, will be handed over to the Police Force controlling the area in which the property was stolen at once, as soon as particulars have been recorded at the appropriate Police Station.

#### **Following up Cases of Serious Crime:**

In the investigation of crime, when it is found by members of the Western Shanghai Area Special Police Force that confederates of a criminal gang are living or hiding in the area under the jurisdiction of the Municipal Police, the Police Station concerned will give immediate cooperation to the Officers in charge of such cases to effect the arrests of such criminals.

In the case of the following crimes, such persons when arrested will be handed over direct at once if there is reasonable suspicion that a true case exists:—

Armed Kidnapping; Abduction; Armed Robbery; Robbery; Threatening Letters; Intimidation; Murder or Attempted Murder.

The Western Shanghai Area Special Police Force will, within one week, report details of evidence against such accused to the Shanghai Municipal Police or will return accused to the custody of the Municipal Police or vice versa.

The Western Shanghai Area Special Police Force will afford similar facilities to the Shanghai Municipal Police under exactly similar conditions.

Such prisoners will, in every case, receive proper treatment within the law, and be returned, if not charged, in good condition. Such prisoners will not be detained more than 24 hours without going to Court.

Persons committing crimes in the Western Area shall be handed over direct to the Shanghai District Court to be dealt with according to law.

#### **Following Up Other Crimes:**

The direct handling over of suspects in less serious crimes will be ruled by the public interest, and in accordance with the evidence available.

In carrying out the above, much will depend on goodwill and a sincere desire to combine against the criminal element and every effort must be made to follow the spirit as well as the letter of the understanding, while any attempt to misuse these provisions for cooperation can only result in a state of affairs harmful to the public whom it is our duty to protect.

## **APPENDIX II.**

### **Relations Of The Commissioner And Deputy Commissioner.**

(A) The Commissioner, in accordance with the instructions of his superior, will be responsible for the supervision and direction of his subordinate Officers and men, whilst the Deputy Commissioner, in accordance with the instructions of his superior, will assist the Commissioner in a friendly and cooperative spirit in dealing with all matters in the area. The Deputy Commissioner shall be responsible to the Commissioner for the handling of all daily routine matters but must first refer such matters to the Commissioner for his examination and signature before execution.

The relations of the Officers in charge of Divisions and their Deputies will follow the same general principles.

(B) In dealing with all matters concerning Foreigners the Deputy Commissioner shall refer such matters to the Commissioner prior to their final disposal, and a written report shall be submitted by the Foreign Affairs Branch to the Commissioner through the Deputy Commissioner for his perusal.

(C) In case of doubt arising in the proper handling of such cases, the Commissioner and Deputy Commissioner will, if unable to agree, refer respectively in writing to the Commissioner of Police of the Shanghai Municipal Government and the Commissioner of the Shanghai Municipal Police for consideration and settlement or, failing such settlement, for reference to the Mayor of the Shanghai Municipal Government and the Chairman of the Shanghai Municipal Council for decision.

### APPENDIX III. RESERVE UNIT

#### Western Shanghai Area Special Police Force.

In order to suppress riots or disturbances and labour troubles in the area under its control a Reserve Unit will be formed within the Western Shanghai Area Special Police Force with the following personnel:—

- 1 Officer in charge.
- 1 Deputy.
- 3 Officers in charge of squads.
- 2 Clerks.
- 9 Sergeants and 62 Constables.
- Total—75 men.

When called out to riot or disturbance, Foreign and Japanese members of the Foreign Affairs Branch will accompany the Unit, if Foreign interests are involved.

#### Duties:

- (1) To quell riots or disturbances.
- (2) To take emergency precautions.
- (3) To maintain order on the spot.
- (4) To effect the arrest of robbers and bandits.
- (5) To search pedestrians.
- (6) To reinforce police beats.

The Unit will be available at any time during 24 hours at strength not less than 1 Senior Officer and 50 other ranks.

#### Equipment:

The Unit will carry batons, rifles and will be trained in Riot Drill.

Axes and crowbars for breaking in doors will be carried with the transport.

#### Operations:

The Unit will operate under the orders of the Commissioner and under the direction of the Deputy Commissioner, but when despatched to Divisions to assist in their functions, it will be placed under the direction of the Officer in charge of the Division concerned.

Republic of China, 30th. Year, February 1st.

Shanghai Municipal Government

Shanghai Municipal Council

(Signed) Chen Kung-po

Mayor.

(Signed) W. J. Keswick

Chairman.

**SPECIAL ANNEX.**

As soon as the Western Shanghai Area Special Police Force has been organized and established and commences to function in accordance with the Chinese law, all illegitimate businesses (such as the running of gambling dens, trafficking in opium and narcotics and providing addicts with such narcotics) shall be forbidden to exist within the area under its jurisdiction.

All illegitimate and unlawful businesses shall be ordered to cease with the inauguration of the Western Shanghai Area Special Police Force and the commencement of the discharge of its functions. Any attempt to resume such activities shall at once be strictly suppressed.

Republic of China, 30th. Year, February 1st.

Shanghai Municipal Government

Shanghai Municipal Council

*(Signed)* Chen K'ing-po

*Mayor.*

*(Signed)* W. J. Keswick

*Chairman.*

**Establishment of personnel nominated  
by Shanghai Municipal Council**

Deputy  
Commissioner  
(Westerner)

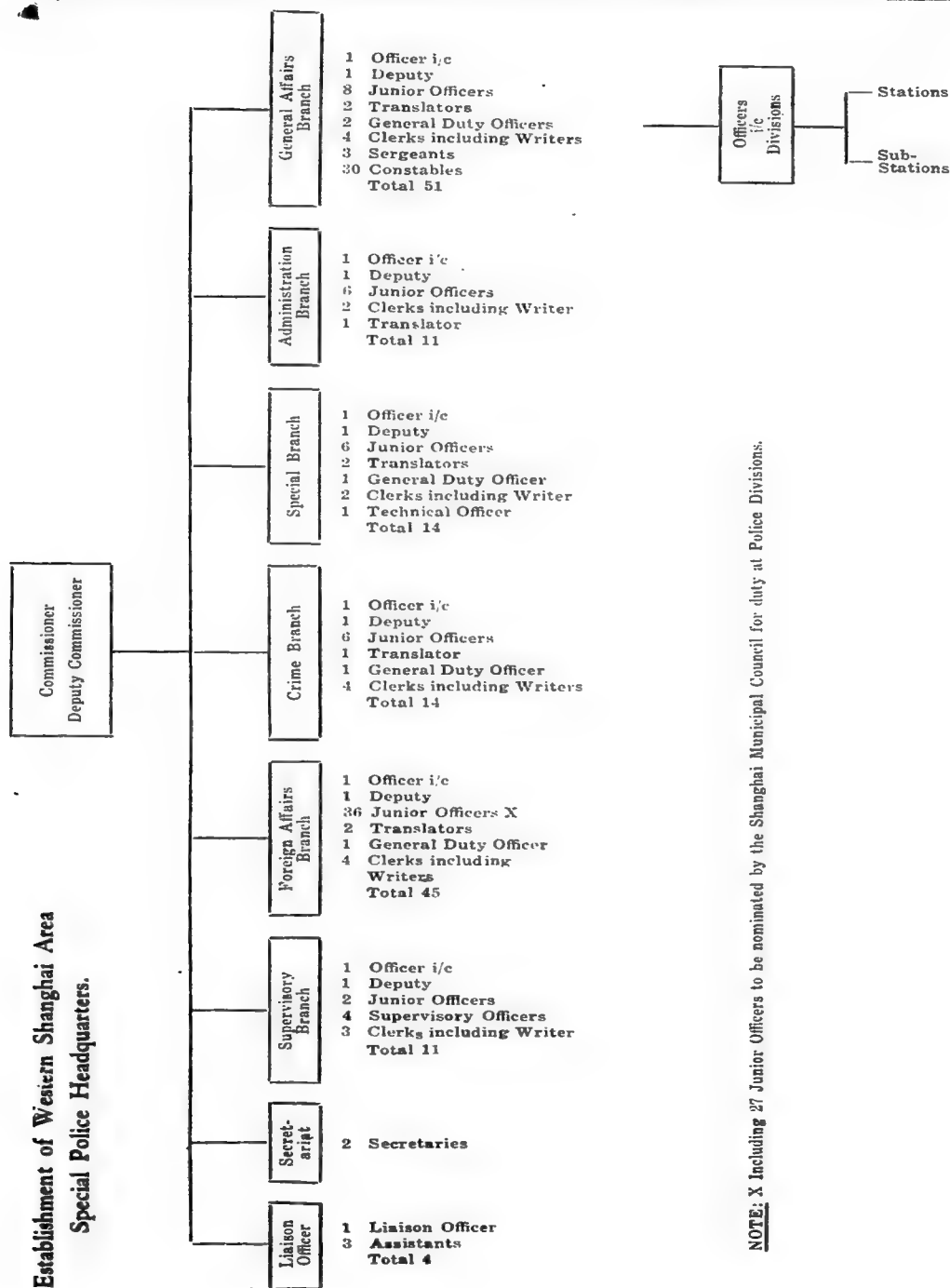
General Affairs Branch	1 Deputy (Japanese) 2 Junior Officers (1 Chinese and 1 Westerner)
Administration Branch	2 Junior Officers (1 Japanese and 1 Westerner)
Special Branch	1 Deputy (Japanese) 2 Junior Officers (1 Japanese and 1 Westerner)
Crime Branch	1 Deputy (Westerner) 2 Junior Officers (1 Japanese and 1 Westerner)
Foreign Affairs Branch	1 Officer i/c 27 Junior Officers (1 Chinese, 9 Japanese and 17 Westerners)
Supervisory Branch	1 Deputy (Westerner) 2 Junior Officers (1 Chinese and 1 Japanese)
Secretariat	Nil

No. 1 Police Division	1 Officer i/c (Japanese) 5 S. Is. (4 Japanese and 1 Westerner)
No. 2 Police Division	1 Officer i/c 9 S. Is. (2 Chinese, 3 Japanese & 4 Westerners) 8 Sergeants (Chinese) 60 Constables (Chinese)
No. 3 Police Division	1 Deputy (Japanese) 3 S. Is. (1 Chinese, 1 Japanese & 1 Westerner) 2 Sergeants (Chinese) 10 Constables (Chinese)
No. 4 Police Division	1 Deputy (Westerner) 3 S. Is. (1 Chinese, 1 Japanese & 1 Westerner) 2 Sergeants (Chinese) 15 Constables (Chinese)
No. 5 Police Division	1 Deputy (Westerner) 3 S. Is. (1 Chinese, 1 Japanese & 1 Westerner) 4 Sergeants (Chinese) 25 Constables (Chinese)

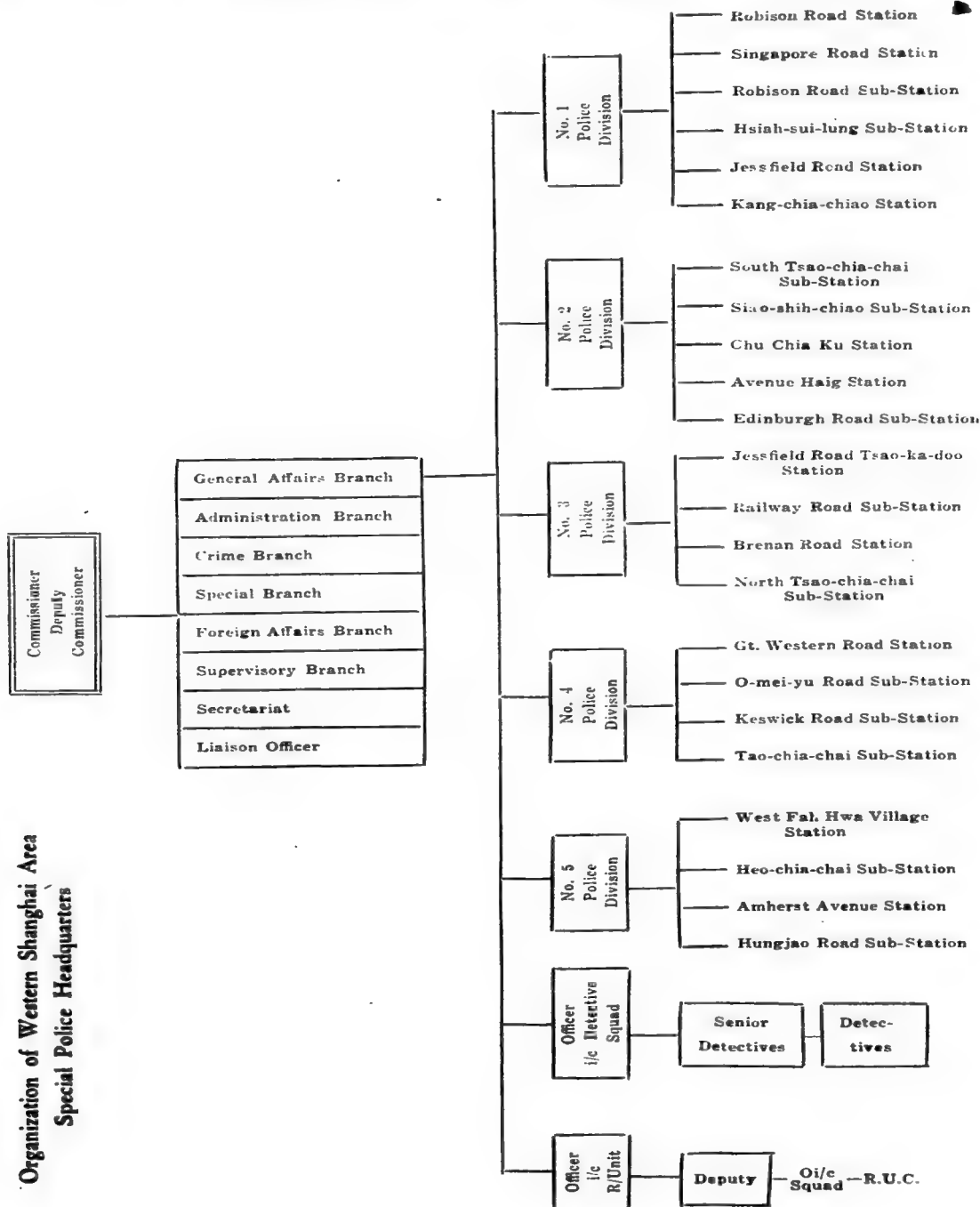
NOTE: Personnel nominated by the Shanghai Municipal Council are entitled to 3 weeks' annual leave. 6% of the strength on reserve will act as substitutes. In addition to 197 men there will be 12 men as a reserve strength.



# Establishment of Western Shanghai Area Special Police Headquarters.



**NOTE:** X Including 27 Junior Officers to be nominated by the Shanghai Municipal Council for duty at Police Divisions.



**Distribution of Strength including men nominated by  
Shanghai Municipal Council.**

Notes: X denotes Officers nominated by Shanghai Municipal Council.

x37 including 27 Junior Officers attached to Foreign Affairs Branch for duty at various Police Divisions. 6% of strength, i.e. 12 Officers not included in this table.

Totals	R/Unit	Detective Squad	No. 5 Police Division	No. 4 Police Division	No. 3 Police Division	No. 2 Police Division	No. 1 Police Division	Headquarters	
1								1	C. P.
1								x1	D. C. P.
6								x1,5	Officers i/c Branches
6								x4,2	Deputies
2								2	Secretaries
64								27 x37	Junior Officers
4								4	Supervisory Officers
4								4	Linison Officers & Assistants
13			1	1	1	1	1	8	Translators
2								2	Technical Officers
7	1 Oi/c	1 Officer i/c	1	1	1	x1	x1		Officers i/c Division
6	1 Deputy		x1	x1	x1	1	1		Deputies
50	3 Oi/c Squad		4 x3	3 x3	4 x3	6 x9	7 x5		S. Is.
5								3	General Duty Officers
20	2	2	1	1	1	1	2	10	Clerks
21			2	2	2	3	3	9	Writers
90	9	2 Sen. Detectives	8 x4	7 x2	14 x2	13 x8	18	3	Sergeants
792	62	24 Detectives	82 x25	57 x15	134 x10	135 x60	178	30	Constables
1,094	78	29	99 x13	72 x21	157 x16	160 x78	190 x6	112 x43	Totals
172			23	19	30	40	35	23	Coolies
180			30	30	30	50	40		Sweeping Coolies
352			55	49	60	90	75	23	Totals
1,446	78	29	187	142	233	328	271	178	Grand Totals

(Includes x197)



N 621

FM 2  
G. 408-40

SHANGHAI MUNICIPAL POLICE.

SHANGHAI MUNICIPAL POLICE  
No. N. 621  
Date 10/2/41

REPORT

Subject..... Reported Appointment of a Japanese officer of the Tokyo Metropolitan Police Board to a post of the Special Police in Western District.

Made by..... N. Kamashita Forwarded by..... Chief-Inspector Fabrum.

With reference to the attached translation of an article appearing in the February 9th issue of the Shanghai Mainichi regarding the alleged appointment of a Japanese officer of the Tokyo Metropolitan Police Board to the Western Shanghai Area Special Police Force, I have to state that there is no such information to hand, but, it is reported that Mr. Sugimura, ex-Chief-Inspector of the local Japanese Consular Police, may be appointed to the new Police Force. He has been recommended by the Japanese Consulate.

Commr. of Police.  
Sir:  
Information  
N. C. (Sp. Br.)

10/2

N. Kamashita

N. C. (Special Branch). Copy to Supr Command



Sent  
88400  
12/2

FILE

DATE 10/2/41

*Can we obtain any  
information*

February 9, 1941.

MAINICHI :-

SPECIAL AFFAIRS BRANCH OF NEW POLICE FORCE

5. In view of the conditions prevailing in the Western District, a certain able officer who is now in the service of the Tokyo Metropolitan Police Board will assume an important post in the Special Affairs Branch of the Special Police in the Western District.

12557  
621

**Signing Of Agreement  
On West Area Police  
Hailed By Observers**

No. 1  
Date.....

Adm. to  
Auth. in  
cc.

*[Signature]*

All Other Issues Involving Two Municipal Areas  
May Be Threshed Out, Says Domei Report;  
Solution Now Under Negotiation

**RIGHT TO COLLECT TAXES, RATES IN  
WESTERN DISTRICT BEING STUDIED**

With a satisfactory solution to the Western Area policing problem having been reached with formal signatures to a detailed agreement signed by Mr. Chen Kung-po, Mayor of the Shanghai Municipal Government and Mr. W. J. Keswick, Chairman of the Shanghai Municipal Council, there are bright prospects for an end to all arguments over this long standing issue, political observers declared yesterday.

These circles recalled that not only the police question but other, even more important matters, relating to this area of Shanghai, which were aggravating problems during the days of the former National Government under General Chiang Kai-shek, are likely to be solved soon to the satisfaction of all parties concerned, states a Domei report.

These same problems and policies towards the International Settlement and French Concession of Shanghai were under negotiation in 1937 when the Sino-Japanese hostilities broke out but had to be abandoned by the Chiang Kai-shek Government which withdrew to Chungking.

**Backed By Japanese**

Strongly backed by the Japanese authorities, the reconstructed Shanghai Special Municipal Government again launched negotiations for a solution with the Shanghai Municipal Council which solely exists through established influence of Britons and Americans, according to the report.

However, three years were to elapse during which negotiations were in progress and during which time high tension frequently prevailed and numerous bloody incidents occurred, the most notable of which was the Sergeant Kinlock incident in the British Defence Sector.

With the outbreak of the European War, these well-informed circles declared, of the Shanghai Municipal Council suddenly became conciliatory, which led to opening of talks between the late Mayor Fu Siao-en and Mr. C. S. Franklin, former Chairman of the Shanghai Municipal Council, through the offices of Mr. Yoshiaki Miura, former Japanese Consul-General, and Commander Luigi Neyrone, former Italian Consul-General.

Both parties last February reached a *modus vivendi* agreement leading up to the present formal accord through Mr. Chen Kung-po.

General administrative questions including the right of levying taxes and rates are still in a negotiatory stage, however, and no complete understanding has been reached on these issues, the Domei report adds.

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## Police Agreement Satisfactory

**Further Negotiations  
Forshadowed to Domei  
News Agency**

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### **Strong Japanese Backing**

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General administrative questions including the right of levying taxes and rates are still in a negotiatory stage, however, and no complete understanding has been reached on these issues.



## A WELCOME STEP

After an interval of just one year the *modus vivendi* concerning the policing of the Western Area, which was reached last February, has been supplemented by a full agreement between the Shanghai Municipal Government and the Shanghai Municipal Council, which it is hoped will settle once and for all the many questions which have been outstanding all too long, and establish means for restoring order in the "Badlands." The agreement goes into considerable detail regarding the formation of the new police force and a system has been evolved which should prove completely workable. Attached to the agreement are three appendices and one special annex, which are of the utmost importance. In the first there is provision for "close pursuit" which reads:—

Any person committing a crime in the Western Area, who runs, or escapes into the Settlement, or vice versa, and is closely pursued and arrested, will be taken to the nearest police station of the area in which the arrest is made for record only, and will be handed over direct and at once, while the Police concerned will be held in no way to blame for crossing the boundary.

This important provision should serve to remove difficulties which have arisen in the past out of conflict of police jurisdiction, and should serve to rob criminals of that asylum which could easily be secured merely by dodging across the boundaries.

The same appendix provides for close co-operation in dealing with possession of stolen property and the following of serious cases of crime, and tends to give the Settlement and Western Area Police a degree of mobility which has hitherto not existed, and while they will each maintain their separate identity, they will in fact become practically one single unit when dealing with criminals. This should ultimately have the effect of putting a stranglehold on those criminals who, using the Western Area as their base, operate in the International Settlement taking refuge outside the limits and making it difficult for the Municipal Police to go after them.

That will indeed be a welcome change, but the provisions of the special annex are even more so:—

As soon as the Western Shanghai Area Special Police Force has been organized and established and commences to function in accordance with the Chinese law, all illegitimate businesses (such as the running of gambling dens, trafficking in opium and narcotics and providing addicts with such narcotics) shall be forbidden to exist within the area under its jurisdiction.

All illegitimate and unlawful business shall be ordered to cease with the inauguration of the Western Special Police Force and the commencement of the discharge of its functions. Any attempt to resume such activities shall at once be strictly suppressed.

If the intention expressed in this annex is carried into effect, and it is to be believed that it will be, then the end of all that makes conditions in the Western Area so deplorable may be said to be in sight. It may be that those interests deriving profit from the illicit gambling dens will offer resistance to the stopping of their very remunerative enterprise, but the Shanghai Municipal Government should be able with the assistance of the new police force to put a stop to activities which are clearly illegal, and doing an enormous amount of harm.

It is to be hoped that there will be no further delays in putting the scheme into operation, and that every effort will be made to bring the special police force into being as quickly as possible. That subversive elements may seek to prevent that being done may be taken for granted, but the worth of this most important document can only be measured by the manner in which its terms are carried out. If that is done to the bitter end, then a substantial reform will have been effected and the Alsatia of rogues and criminals will become a thing of the past. For the rest congratulations are to be extended to Major K. M. Bourne, M.C., Commissioner of the Shanghai Municipal Police, and General Loo Ying, Commissioner of the Police Bureau of the Shanghai Municipal Government, for the successful result which has attended their negotiations over the past year, and also to the Authorities,—and particularly Mayor Chen Kung-po whose assistance has been most useful,—whose signatures are now appended to the agreement. The removal of a frequent cause of misunderstandings in the past is a step in the right direction, providing a chance for further co-operation between the two jurisdictions.

# Western Area Police Accord Signed at Civic Centre

Gambling Dens and Illegitimate Business Must Cease; Galaxy of Officials Attend Ceremony

THE Western Area Police Agreement, an accord aimed at the restoration of order out of chaos in the most troublous area in Shanghai was signed at 10 a.m. yesterday at the Kiangwan Civic Centre by Mr. W. J. Keswick, Chairman of the Shanghai Municipal Council, and Mayor Chen Kung-po of the Shanghai Municipal Government.

A comprehensive and detailed document for the immediate establishment of a police force in the territory concerned, the agreement was concluded after long-drawn-out negotiations between the authorities of the Settlement and the Shanghai Municipal Government.

Among those present were Mr. G. Godfrey Phillips, Secretary and Commissioner-General of the Council; Maj. K. M. Bourne, Commissioner of the Shanghai Municipal Police; and Mr. H. Ibusuki, Japanese Deputy-Secretary of the Council who arrived with Mr. Keswick; Mr. R. T. Bryan, Jun., Municipal Advocate, and Mr. T. Beesley, Publicity Officer of the Council who were earlier arrivals; General Loo Ying, Police Commissioner of the Shanghai Municipal Government; Mr. Kimpson Yu, secretary of the mayor who arrived with the mayoral party, and other Chinese officials.

## Short Ceremony

Mayor Chen sat at one desk and Mr. Keswick at another when the texts of the agreement were signed after which the party adjourned to an adjoining room where champagne was served to the guests. The entire ceremony lasted about 20 minutes.

Following the conclusion of a *modus vivendi* in February, 1940, outlining the principles governing the establishment of a special police force for the area exchange of views were made between Major Bourne and General Loo Ying whose final agreement was recently approved by a Council majority. Under the regulations for the formation of the new force its members will wear a hat badge with distinctive characters denoting "Special Police."

Texts of the portentous document, which sounds a death knell to all gambling establishments in Shanghai's notorious western area, in English and Chinese and incorporate regulations for the establishment of a special police force to exercise vigilance over the area which will be divided into five police divisions and which provides for a maximum personnel of 1,448 men (163 will be seconded from the Municipal Police) with an additional reserve of twelve including the officers recommended by the Municipal Council. The area concerned is adjacent to the Settlement and French Concession and the entire territory which was formerly under the jurisdiction of the West Shanghai Division and a section of the Zhabei police division and includes the districts now guarded by the Shanghai Foreign Defence Forces.

## Illicit Business to Cease

A special annex to the agreement prohibits the conduct of all illegitimate business in the area such as gambling dens, resorts for smoking opium and narcotics. The haunts of vice which have flourished in the district will be ordered to cease operating as soon as the new police force begins functioning. Attempts to resume operations later it was stated, shall be strictly suppressed.

Provision is made for the appointment of a Chinese commissioner and a European deputy commissioner to be nominated by the Council. Cases involving foreign nationals will be handled under instructions of the deputy commissioner. In case of doubt regarding the handling of any case and where opposite views are held by the commissioner and deputy commissioner, reference will be made in writing to the Commissioner of Police of the Shanghai Municipal Government and the Commissioner of the Shanghai Municipal Police for decision failing which reference of the case will be made to the Mayor and the Chairman of the Municipal Council.

## Personnel Nominated by S.M.C.

Under the agreement the personnel nominated by the Municipal Council will include in addition to the deputy commissioner in the Foreign Affairs Branch a European officer in charge and 23 junior officers including seven Westerners, nine Japanese, a Japanese deputy in charge and a Chinese and a foreign junior officer in the General Affairs Branch; a Japanese and a Western junior officer in the Administration Branch; a Japanese deputy in charge and two officers, one Japanese and one Westerner in the Special Branch; a foreign deputy in charge and a Chinese and one Japanese junior officer in the Supervising Branch. In the five police divisions the Council will nominate two officers in charge and three deputies and in addition will nominate 23 sub-inspectors, sixteen sergeants and 110 Chinese constables. Cases involving foreign nationals with extrajurisdiction rights will be handled according to the national law concerned and in all other cases Chinese law will be applicable. The terms of service of the men nominated by the Council will be the same as Council employees.

An appendix to the principal agreement provides for close co-operation between the new police force and the Municipal police and makes provision for "hot" pursuit from one area to another in following serious crime.

#### Provision for a Reserve Unit

Provision also is made for establishment of a reserve unit with a complement of 78 men and five officers, a unit which will operate under the orders of the commissioner and the direction of a deputy commissioner. When ordered to operate it will invariably be placed under the direction of the officer in charge of the division concerned. The branches of the new force will consist of Police Affairs Branch, Executive Branch, Special Branch, Foreign Affairs Branch, Crime Branch, Supervising Branch and the Secretarial Office. The strength of the force will not be changed without the agreement of the Municipal Government and the Shanghai Municipal Council.

Apart from the five police divisions there will be established a number of stations and sub-stations. The Divisional branches are as follows:

- 1st Division:—Soochow Creek on the North Settlement Boundary on the east, Jessfield Road (exclusive) on the south, Brennan Piece (exclusive) on the west.
- 2nd Division:—Jessfield Road (inclusive) on the north, Settlement boundary on the east, Avenue Hail on the south, Edinburgh Road (inclusive) on the west.
- 3rd Division:—Soochow Creek on the north, Brennan Piece (inclusive) and Edinburgh Road (exclusive) on the east, Yu Yuen Road (exclusive) on the south, railway (exclusive) on the west.
- 4th Division:—Yu Yuen Road (inclusive) on the north, Edinburgh Road (exclusive) on the east, Great Western Road (inclusive) on the west.
- 5th Division:—Great Western Road (exclusive) on the north, Edinburgh Road (exclusive) and Avenue Hail (inclusive) on the east, Hunglao (inclusive) on the south, Railway (exclusive) on the west.

The area to the west of the railway line was not discussed owing to the general unsettled situation.

#### Closer Police Co-operation

After dealing with the functions of the respective branches and its personnel the agreement provides for the exchange of assistance when requested and required between the new police force and the Municipal Police, each force to have a liaison officer with three assistants to cope with exchange of intelligence, to conduct co-ordinated searches and extradition of suspects and assist in the satisfactory solution of diplomatic cases.

A number of the staff of the new force, under the agreement, and officers in charge of divisions where a majority of residents are foreigners own shops, factories, shops and property in the area. If deemed necessary, will be appointed from candidates recommended by the Municipal Council. No police officer or clerk previously employed as dismissed from the Municipal Police for improper conduct will be eligible for employment in the new force. This applies also to persons previously convicted of a criminal offence or who have been dismissed from the French police, also the Shanghai Municipal Police will not employ men discharged in future from the new force. Chinese shall be the official language of the new force to be used on all its official documents.

Incorporated in the agreement are three appendices and the special annex dealing with the suppression of illegitimate business in the district within the jurisdiction of the new force. The first appendix provides for closer co-operation between the new force and the Settlement police as follows:

#### Principles of Co-operation

As it is essential in the public interest, states Appendix 1, that criminals who commit crimes in one area do not obtain safety in an adjacent area, it is suggested the following general provisions be agreed upon:

Any person committing a crime in the Western area, who runs or escapes into the Settlement or vice versa and is closely pursued and arrested, will be taken to the nearest Police Station of the area in which the arrest is made for record only, and will be handed over direct and at once while the Police concerned will be held in no way to blame for crossing the boundary.

Any person found in the Settlement in possession of property stolen from the Western Special Area, or vice versa, will be handed over to the Police Force controlling the area in which the property was stolen, at once, as soon as particulars have been recorded at the appropriate Police Station.

In the investigation of crime, when it is found by members of the Western Shanghai Area Special Police Force that co-federates of a criminal gang are living or hiding in the area under the jurisdiction of the Municipal Police, the Police Station concerned will give immediate cooperation to the officers in charge of such cases to effect the arrests of such criminals.

In the case of the following crimes, such persons when arrested will be handed over direct at once if there is reasonable suspicion that a true case exists:—armed kidnapping; abduction; armed robbery; robbery threatening letters; intimidation; murder or attempted murder.

Persons committing crimes in the Western Area shall be handed over direct to the Shanghai District Court to be dealt with according to law.

The direct handing over of suspects in less serious crimes will be ruled by the public interest, and in accordance with the evidence available.

In carrying out the above, much will depend on goodwill and a sincere desire to combine against the criminal element and every effort must be made to follow the spirit as well as the letter of the understanding, while not attempting to misuse those provisions for cooperation can only result in a state of affairs harmful to the public whom it is our duty to protect.

#### Relations of Officers

The second appendix outlines the functions of a deputy commissioner and the relations between the commissioner and deputy commissioner of the new force. The third appendix provides for the establishment of a Reserve Unit to suppress riots, disturbances and labour troubles. The personnel of the unit consists of an officer in charge, a deputy officer, three officers in charge of squads, two clerks, nine sergeants and 62 constables totalling 78 men. When called out to quell a disturbance members of the unit will be accompanied by foreign and Japanese members of its foreign affairs branch.

The duties of the unit will include its operation in emergency cases, maintenance of order on any locality where trouble breaks out, arrest of robbers and bandits, search of peddlers, and reinforcement of police stations. The unit will carry batons, rifles and will be trained in riot drill and its transport will be equipped with axes and crowbars for breaking doors.

The unit will operate under the orders of the commissioner and direction of the deputy commissioner but when despatched to divisions to assist in its functions, will be placed under the direction of the officer in charge of the division concerned.

# Western Area Police Pact Signed—"To End Outside Roads Crimes"

Heralding the "immediate" cessation of the state of lawless confusion that has been reigning in the Western areas since the hostilities swept over the city three years ago, a "full and detailed" agreement for the establishment of a Special Police Force to administer the territory was signed by Chairman W. J. Keswick of the Shanghai Municipal Council and Mayor Chen Kung-po of the Shanghai Municipal Government at the Civic Center, Kiangwan, at 10 a.m. yesterday.

Sitting at a long table in the main hall of the Civic Center's Administration Building, surrounded by a battery of Chinese, Japanese and foreign newspapermen and photographers, Mr. Keswick and Mayor Chen Kung-po signed many documents to the flash of dozens of flash bulbs.

Mr. Keswick sat with his arm still in a sling, a souvenir of the Special Meeting of Ratepayers held at the Race Club recently. Two copies of the agreement, one in Chinese and the other in English, were signed. Champagne toasts were drunk. Hand-shakes were exchanged. The gathering broke up in a cordial atmosphere.

## 1,446 Officers Wanted

The signing of the agreement, which creates a police force of 1,446 men to administer the Western areas adjacent to the Settlement and Concession, brings to a close two years of protracted negotiations, postponements and unpleasant incidents.

The establishment of the police force is promised "immediately." The state of affairs that has kept the area a haven of refuge for murderers, fugitives from justice, vice, opium and gambling dens will be ripped off "as soon as the police force is organized and established."

As reported by THE CHINA PRESS on Saturday, the agreement signed yesterday follows the lines of the agreement reached between Major K. M. Bourne of the S.M.P. and Colonel Loo Ying of the Municipal Government Police a few months ago.

## Close Co-operation

One of the main features of the police force embodied in the agreement is that cases involving foreign nationals will be handled by foreign members of the police force. An appendix to the agreement also provides for close co-operation between the "Western Area Special Police Force" (as the new force will be called) and the S.M.P.

It provides for the pursuit, without hindrance, from one area into another in cases of serious crimes. "Immediate co-operation" is envisaged when arrests are required. Armed kidnapers, abductors, armed robbers, robbers, intimidators, murderers and attempted murderers would be murderers "will be handed over direct at once if there is reasonable suspicion that a true case exists."

The police force in charge of the whole area will be divided into five police divisions. The hats of members of the force will be adorned with a badge bearing "distinctive characters" denoting "Special Police." There will be a Chinese Commissioner and a European Deputy Commissioner.

## Cases To Be Referred

Cases involving foreign nationals will be handled under the instructions of the latter, who will be nominated by the S.M.C. If any doubt arises as to the proper handling of a case, the Commissioner and Deputy Commissioner, if unable to agree, will refer the matter to the Commissioner of the S.M.P. and Commissioner of the Municipal Government, failing this, to the Mayor and the Chairman of the Council.

Cases involving foreign nationals with extraterritorial rights will be handled according to the national laws concerned. In other cases, Chinese law will be applied. Persons committing crimes in the Western area will be handed over direct to the Shanghai District Court.

Ruled by "the public interest," however, will be the direct handing over of suspects in less serious crimes. "Much will depend on goodwill and a sincere desire to combine against the criminal element," according to the agreement.

"and every effort must be made to follow the spirit as well as the letter of the understanding."

## Up To Railway

Not administered by the new police force, according to the agreement, is territory to the West of the railway line. This is explained as being due to the "general unsettled situation."

Not permitted to join the Police force will be "police officers or clerks previously dismissed or resigned from the Shanghai Municipal Police for improper conduct. No jack-birds will be taken in, either. The Terms of Service of employees nominated by the S.M.C. will remain unaltered."

Envisaged in the agreement is the formation of a Reserve Unit, comprising 5 officers and 78 men, to suppress riots, and operating under the orders of the Commissioner and the direction of the Deputy Commissioner. When sent out to reinforce a Division it will be placed under the direction of the Officer In-Charge of the Division.

## Taxes Unmentioned

Not mentioned in the agreement is the setting up of an independent revenue department to collect taxes in the Western area—a separate bureau described by Mayor Chen Kung-po in a press conference held six weeks ago. The taxes collected by this bureau were to go towards the maintenance of the joint police force and other expenses in the area. Like the police force, it was to be governed by the Municipal Government, despite joint control with the Settlement.

Yesterday's agreement is preceded by a temporary settlement reached between the late Mayor Fu Siao-en and Cornelius Franklin, former Chairman of the S.M.C. nearly a year ago. Last year's agreement was preceded by more than a year of promised "agreements" which never quite reached a point where both sides were willing to sit down and sign their names on the dotted line. Relations between the two bodies

were strained on many occasions. On October 23, 1939 a Chinese policeman was shot dead and a Sikh was wounded when "intimidation by force" climaxed demands for control of a traffic post in the Western area. On the morning of January 6, 1940, G. Godfrey Phillips, Secretary-General of the S.M.C. miraculously escaped from a bullet-ridden car, unscathed. The assassins, on their part, escaped too.

# Gambling Suppressed By New Accord For Policing Of The Western District

New Era Of Law And Order Should Be Ushered In  
Under Terms Of Agreement For Joint Policing  
By S.M.C. And Shanghai Municipal Government

## SPECIAL JOINT POLICE FORCE TO BE ESTABLISHED IN NEAR FUTURE

Culminating almost a year of negotiations, an agreement was signed at the Civic Centre at Kiangwan at 10 o'clock yesterday morning, creating the Western Shanghai Area Special Police Force, under joint administration of the Police Bureau of the Shanghai Municipal Government and the S. M. P.

The new special force, to have absolute authority in the Western Area, representing the extra-Settlement roads district, will commence to function as soon as details can be worked out by General Loo Ying, Commissioner of the Police Bureau of the Shanghai Municipal Government, and Major K. M. Bourne, M.C., Commissioner of the S. M. P., possibly within this month.

One of the most important results of the new arrangement, which will be accompanied by the withdrawal from the area in question of all other police, will be the pledge to close all nefarious establishments in this section, including gambling houses, enterprises engaged in drug traffic, etc.

### Five Police Stations

Five police stations will be maintained in the area, with a force of 1,446 men, of whom 197 are to be appointed by the S.M.P., including both high officials and constables. In general, all cases involving foreigners will be handled by European officers, while mutual rights of pursuit from the adjacent areas have been agreed upon. A Reserve Unit will be maintained, comprising a total of 33 effectives.

The agreement, in general, consolidates the main provisions of the *modus vivendi* signed on February 16 of last year, which empowered the heads of the respective Chinese and International police forces to negotiate the agreement now signed by Mr. W. J. Keswick, Chairman of the S.M.C., and Mayor Chen Kung-po, of the Shanghai Municipal Government.

### Complete Harmony

The significant agreement was signed with due ceremony, sealed by a toast in champagne, in the presence of leading officials of both the Chinese and International Administrations at the Headquarters of the Shanghai Municipal Government. With his left arm in a sling but bearing no other apparent marks of his near-tragic experience when he was shot in the performance of his duties at the recent Special Rate-payers' meeting, Mr. Keswick arrived shortly before the appointed hour, accompanied by Mr. G. Godfrey Phillips, Secretary and Commissioner General of the S.M.C., Major K. M. Bourne, S.M.P. Commissioner, Mr. R. T. Bryan, Jr., S.M.C. advocate, Mr. K. Ibusuki, Japanese Deputy Secretary of the S.M.C., and Mr. T. Beesley, Assistant Secretary of the S.M.C.

Mayor Chen Kung-po was attended by General Lu Yang, Commissioner of the Special Municipality Police Bureau, and Mr. Kimpson-yu, Secretary-General of the Shanghai Municipal Government. A cordial atmosphere prevailed throughout.

The document was prepared in two copies, one in English and the

other in Chinese, each signed by both Mayor Chen and Mr. Keswick.

### Chinese Commissioner

Heading the new force will be a Chinese Commissioner and a European Deputy Commissioner, the latter to be nominated by the Shanghai Municipal Council. Cases of doubt regarding partition of responsibility will first be referred to the Commissioner and Deputy Commissioner, and if they fail to agree, then to the Commissioners of the S.M.P. and Shanghai Municipal Government Police.

The special force will be composed of the existing Police Main Corps, the entire West Shanghai Division and the officers of the Detective Branch Corps, together with officers recommended by the S.M.C. In general, it will patrol the former West Shanghai Division and a section under the jurisdiction of the Zikawei Police Division.

The Divisional Branches are as follows:—

#### 1st Division

Soochow Creek on the north, Settlement Boundary on the east, Jessfield Road (exclusive) on the south, Brenan Piece (exclusive) on the west.

#### 2nd Division

Jessfield Road (inclusive) on the north, Settlement Boundary on the east, Avenue Haig on the south, Edinburgh Road (inclusive) on the west.

#### 3rd Division

Soochow Creek on the north, Brenan Piece (inclusive) and Edinburgh Road (exclusive) on the east, Yu Yuen Road (exclusive) on the south, Railway (exclusive) on the west.

#### 4th Division

Yu Yuen Road (inclusive) on the north, Edinburgh Road (exclusive) on the east, Great Western Road (inclusive) on the west.

#### 5th Division

Great Western Road (exclusive) on the north, Edinburgh Road (exclusive) and Avenue Haig (inclusive) on the east, Hungjiao (inclusive) on the south, Railway (exclusive) on the west.

The area to the west of the railway line will not be discussed owing to the general unsettled situation.

The new force will be divided into the following branches: Police Affairs, Executive, Special (dealing with the suppression of Communism, publication of inflammatory literature, etc.), Foreign Affairs, Crime, Supervising and Secretarial.

### In Foreign Areas

In areas where there are important foreign interests, including both settlers and property-holders, special consideration will be given to the appointment of foreign officers and constables, under a prescribed plan.

Cases involving foreign nationals will be handled by the Foreign Affairs Branch and other foreign officers, under the instructions of the Deputy Commissioner and in accordance with the foreign laws concerned. With regard to foreigners who do not enjoy Consular privileges, Chinese law will apply.

Included in the foreign personnel numbering 197 will be, in addition to officers already mentioned, a Deputy Commissioner in the Foreign Affairs Branch, a European Officer-in-charge and 27 Junior Officers, including nine Japanese; in the General Affairs Branch a Japanese Deputy in charge and two Junior Officers (one Chinese and one Westerner); in the Administration Branch two Junior Officers (one Japanese and one Westerner); in the Special Branch a Japanese Deputy in charge and two Junior Officers (one Japanese and one Westerner); in the Supervising Branch a Western Deputy in charge and two Junior Officers (one Chinese and one Japanese).

In the five Police Divisions the Shanghai Municipal Council will nominate two Officers-in-Charge and three Deputies, and in addition 23 Sub-Inspectors, 16 Sergeants and 110 Chinese constables.

### Chinese Language Official

Chinese shall be the official language for all documents. Uniforms of the City Government effectives shall be in accordance with the normal requirements of the Shanghai Municipal Police Bureau, with a distinctive hat badge worn by all members, signifying in Chinese and English, "Special Police." Uniforms of the Japanese and Western members will be decided later. Accommodation will be provided for their respective units by the Shanghai Municipal Government and the S.M.P.

Special provisions are made for close co-operation, pursuit and the following up of serious crime. Division of the responsibilities of the Commissioner and Deputy-Commissioner is specially set forth in an appendix. The functions of the Reserve Unit are to take care of special disturbances. It will be subject to orders of the Commissioner.

### Suppress Gambling

Appended as a special annex is a clause, epoch-making in its significance, virtually striking a death-blow at nefarious practices in the Extra-Settlement Roads area, long a vexed and contentious question. It reads:

As soon as the Western Shanghai Area Special Police Force has been organized and established and commences to function in accordance with the Chinese law, all illegitimate businesses (such as the running of gambling dens, trafficking in opium and narcotics and providing addicts with such narcotics) shall be forbidden to exist within the area under its jurisdiction.

"All illegitimate and unlawful businesses shall be ordered to cease with the inauguration of the Western Shanghai Area Special Police Force and the commencement of the discharge of its functions. Any attempt to resume such activities shall at once be strictly suppressed."